

CHAPTER TEN

Conclusions and Implementation Issues and Moving Forward

The CMP has several interrelated elements intended to foster better coordination among decisions about land development, transportation and air quality.

CONCLUSIONS

Several conclusions can be reached about the CMP relative to the requirements of law and its purpose and intent. The CMP fulfills the spirit and intent, as well as the requirements of the law.

1. **Contributes to maintaining or improving transportation service levels.**

The projects and programs contained in the CMP are a subset of the Capital Investment Program adopted in the Alameda County 2008 *Countywide Transportation Plan*. The CMP can be viewed as the short-range implementation program for the *Countywide Transportation Plan*. As the first step towards the year 2035 projects and programs, the CMP is making progress toward maintaining or improving transportation service levels.

2. **Conforms to MTC's criteria for consistency with *Transportation 2035*.**

Table 20 lists MTC's consistency requirements for CMPs in the Bay region. The CMP has met all these requirements.

3. **Provides a travel model consistent with MTC's regional model.**

In June 2007, the Alameda Countywide Travel Demand Model was updated to use the same platform as MTC's Regional Transportation Model which at that time incorporated land use based on Association of Bay Area Governments' (ABAG) Projections 2005. The most recent update completed in February 2009 updated the land use assumptions to ABAG's Projections 2007 and revised several features. This ensures consistency with the MTC model assumptions.

4. **Is consistent with MTC's Transportation Control Measures Plan.**

The transportation control measures plan has been incorporated in the BAAQMD's 2005 Clean Air Plan for the Bay Area. As shown in Appendix E, the CMP includes many project types and programs identified in the plan. Appendix E lists the CIP and its relationship to state and federal transportation control measures. The CMA will work with the BAAQMD and project sponsors to define appropriate responsibility and timely implementation of these measures. It is therefore reasonable to conclude that the CMP is consistent with the Plan.

5. Specifies a method for estimating roadway LOS consistent with state law.

There are two approaches permitted by the law for assessing LOS. The CMP specifies using the 1985 HCM approach. Infill opportunity zones are specifically exempt from LOS standard requirements.

6. Identifies candidate projects for the RTIP and federal TIP which meet MTC's minimum requirements.

The RTIP and federal TIP candidates listed in the CMP's CIP have been evaluated and all candidate projects conform to MTC's screening criteria.

7. Developed in cooperation with jurisdictions and other interested parties.

The 2009 CMP update process included circulation of proposed policy papers and draft documents to interested parties through regular mailings for ACTAC, the CMA's Plans and Programs Committee and CMA Board meetings as well as posting them on the ACCMA's website. The mailing list included technical representatives of all cities in Alameda County, the county of Alameda, transit operators, the Port of Oakland, ACTA/ACTIA, the BAAQMD, MTC, Caltrans and ABAG. In addition, the designation of the CMP network will be coordinated with adjacent counties within the MTC region and is expected to be consistent with those CMPs.

8. Provides a forward-looking approach to transportation impacts of local land use decisions.

The Land Use Analysis Program provides for consultation with the CMA early in the land development process. Early input will help ensure a better linkage between land use decisions and transportation investment.

9. Considers the benefit of Green House Gas (GHG) reductions in developing the CIP.

GHG emission reductions are not yet required in either the Federal or State Clean Air Plans; however, the CMP considers the benefits of GHG reductions in the Land Use Analysis Program and in developing the CIP. The Land Use Analysis Program now identifies CMA Priorities for Climate Action Strategies to help reduce GHG emissions. These priorities will help guide the development of future projects and programs. When evaluating projects for the 2010 STIP, the evaluation criteria include consideration of climate change impacts.

Table 20—Summary of MTC’s Regional Consistency Requirements for CMPs

RTP Consistency

- Have the RTP goals and objectives been included in the CMP?
- Does the CMP include references to Resolution 3434?

CMP System

- Have all State highways and principal arterials been included?
- Are all state highways identified?
- Has the CMA developed a clear, reasonable definition for "principal arterials" as part of its submittal plan?
- Has this definition been consistently applied in the selection of arterials to include in the designated system? If not, why?
- How does the CMP-designated system relate to MTC’s MTS in the *Transportation 2035*?
- Does the CMP System connect to the CMP Systems in adjacent counties?

Air Quality Requirements

- Does the CMP include locally implementable Federal and State TCMs, as previously documented and included in MTC’s Transportation-2035, MTC Resolution 2131, and the BAAQMD’s Bay Area 2005 Ozone Strategy?

Modeling Consistency

- Is the “base case” forecasting network limited to the approved TIP?
- Are “ABAG consistent” demographics used? If alternative demographics have been used in addition to the “ABAG consistent” forecasts, have the demographic inputs and travel forecasts been compared to the “ABAG consistent” based travel forecasts?
- Are the regional “core” assumptions for auto operating costs, transit fares and bridge tolls being used, or are reasons to the contrary documented?
- Does the forecasting model include transit and carpool use (through either a person trip generation model or a “borrowed share” approach)?
- Does the model produce trip distribution results that are reasonably consistent with those of MTC?
- Is the modeling methodology documented?

LOS Consistency

- Is LOS assessed using a methodology agreeable to MTC?

RTIP/TIP Requirements

- Are the proposed RTIP projects consistent with the RTP?
 - Do the projects proposed for inclusion in the RTIP meet the minimum screening requirements established by MTC for the RTIP?
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Process

- Has the CMP been developed in cooperation with all concerned agencies (i.e., transit agencies, applicable air quality district(s), MTC, adjacent counties, etc.?)
 - Has the CMP been formally adopted according to the requirements of the legislation?
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Note: Detailed requirements for regional consistency are outlined in MTC Resolution 3000, revised May 8, 2009. The supporting documentation can be obtained at the CMA Offices.

IMPLEMENTATION ISSUES

During this and previous CMP updates, several issues surfaced, requiring further CMA action. Some of these issues may also require action by the Legislature.

1. **Cost Exceeds Funding.**

The CMA has identified the cost of maintaining or improving transportation service levels through the year 2035 as part of the *Countywide Transportation Plan*. This cost is large and well beyond existing funding sources. Further statewide attention to transportation funding will be necessary, if the CMP law is to achieve its intended goal.

The CMP law also imposes significant costs on local government that are not uniform throughout the urbanized areas of the state. In southern California, existing transportation commissions are the designated CMAs. These commissions have funding resources available to them for their CMP not available in the Bay region. Consequently, a higher percentage of Proposition 111 fuel tax subventions will be devoted to CMP administration in the Bay region than in southern California. These inequities among different parts of the state may not have been intended by the author of the legislation (Assemblyman Katz).

With the passage of the federal ISTEA of 1991, Transportation Efficiency Act in 1997 and Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) in 2005 new requirements have been placed on MTC relative to congestion management. MTC is passing funds through to the CMAs in the Bay region to assist in implementing the federal acts related to transportation funding. These funds, however, do not fully cover the cost of CMA administration.

2. **Limited CMA Authority.**

Funding programs, such as transit operating funds, most transit capital funding, the interregional road program, the highway rehabilitation program and the toll bridge program are outside the scope of the CMP. Caltrans administers the interregional road program and highway rehabilitation program. It is difficult for the CMA to fulfill the intent of the CMP legislation because so many programs are beyond its authority.

3. **LOS Responsibility.**

CMP law indicates that Caltrans is responsible for monitoring LOS standards on the state highway system, if the CMA designates responsibility to Caltrans.¹ As state-owned facilities, it is reasonable to assume that the state is responsible. The CMA will continue to work with Caltrans on LOS monitoring to ensure that consistent LOS results can be maintained if the CMA delegates future monitoring responsibilities to Caltrans.

The CMP law also recognizes that responsibility for sustaining LOS standards on local roadways and the state highway system should be shared between the local government where the roadway is found and other local jurisdictions which contribute significant a percentage of traffic. This change in state law recognizes that other jurisdictions may be partially responsible for the roadway exceeding the standards and that local government has little authority over the state highway system. Some exemptions, such as interregional trips, have been built into the current law. But these exemptions do not deal sufficiently with the problem. Corridor-level planning may offer the most reasonable approach to this multi-jurisdictional problem.

4. **Scope of the CMP-network.**

The CMP-network is reviewed every four years, with the next review scheduled for 2011. Additional roadways that meet the criteria for inclusion will be added in 2013. However, State law does not provide incentives to local jurisdictions to add roadways to the CMP-network. In fact, there are significant disincentives to adding roadways that may in the future deteriorate to LOS F. Jurisdictions would be required to prepare a deficiency plan or risk losing Proposition 111 gas tax funds.

5. **Transportation revenue shortfalls.**

State and federal transportation funding continues to be inadequate to address both capital and transit operating costs. The shortfalls may jeopardize the ability to maintain and improve transportation LOS. Worsening traffic congestion on the CMP-network will trigger requirements for local jurisdictions to prepare and adopt deficiency plans or risk losing Proposition 111 gas tax funds for local projects. They will be compounded by the requirements to implement SB 375-Redesigning Communities to Reduce Green House Gases, which is currently an unfunded mandate.

¹ Katz, Statutes of 1995

6. Land Use Analysis Program.

The CMA will continue to improve the Land Use Analysis Program to make it meaningful, but not resource-intensive. The results of the MTC/CMA transportation and land use partnership will be amended into the CMP, as appropriate.

7. CMP-Network Roadways.

ACTAC developed a procedure and schedule for adding roadways to the CMP-designated system. Jurisdictions will review their roadways systems for routes that may meet the “Criteria for Inclusion of Principal Arterials.” For potential routes, each jurisdiction will conduct 24-hour traffic counts for a period including a Tuesday through Thursday of a typical week. Traffic counts should be taken around the first week in Spring 2011. In order to be in compliance with the CMP, each jurisdiction must submit potential CMP-designated routes to the CMA by June 30, 2011.

The CMA Board recommended reviewing the criteria for the CMP roadways as part of the 2011 CMP update. The CMP roadways criteria was adopted in 1991 and the CMP network based on that criteria was developed during the same year. Since the land use and traffic pattern have changed since then, the CMP roadway criteria, particularly “the Criteria for Inclusion of Principal Arterials” need to be reviewed in that context.

8. Congestion pricing strategies.

The CMA secured federal funding to evaluate, plan and implement a “value-pricing” demonstration project in the I-680 Corridor. The project is currently under construction and is expected to be open to traffic in Fall 2010. The legislation also approved a second HOT lane in the County. The CMA Board approved I-580 as a candidate corridor, and it is currently in design stage. The I-580 HOT lanes are anticipated to be open to traffic in Summer 2011. Other strategies include:

- Off-peak transit fare discounts; and
- Parking ticket surcharge by the Alameda County jurisdictions, with revenues devoted to transit.

9. CEQA Reform and need for multi-modal level of service.

The State Office of Planning and Research has initiated a revision of CEQA with respect to the analysis and mitigation of potential effects of greenhouse gas emissions. Revising CEQA to broaden the analysis and mitigation options to take into account trips made by other modes than automobile trips, such as walking, biking, and transit would facilitate TOD projects. Therefore, for the 2011 CMP, the CMA will work with its partners toward identifying a standard of multi-modal level of service to supplement existing service level methodologies

10. Implementation of SB 375 – Redesigning Communities to Reduce Greenhouse Gases

Adopted in 2008, Senate Bill 375 – Redesigning Communities to Reduce Greenhouse Gases - mandates an integrated regional land-use and transportation planning approach to achieve targets for reducing greenhouse gas emissions from automobile/light trucks. The focus is on reducing vehicle miles travelled (VMT). To address the requirements of SB 375, the CMA developed Climate Action priorities detailing transportation strategies and is working with its partners to implement them.

11. **Parking Standards and Policies**

Parking for automobiles is a significant but under-recognized factor in the relationship between land use and transportation. With the support of local jurisdictions, the CMA plans to explore and review parking policies and standards as a way to develop parking management strategies as a land use tool for local jurisdictions to promote alternative modes and reduce greenhouse gases. A Task Force has been formed to begin investigating strategies.

MOVING FORWARD: IMPLEMENTATION OF SB 375

Climate change awareness and the urgency to reduce greenhouse gases (mainly carbon dioxide) has become a driving force in the transportation realm with the passage of SB 375 in 2008. MTC, the CMAs and local jurisdictions will be required to find ways to provide more projects and programs that integrate transportation and land use and reduce GHG emissions. This will require new approaches to providing transportation infrastructure and services to improve mobility and ease congestion in Alameda County. The CMA has already identified priorities for addressing climate change that are included in this CMP update. In addition, MTC is required to develop a Sustainable Communities Strategy (SCS) as part of the next RTP update for 2013. The 2009 RTP (T2035), adopted in April 2009, is based on ABAG's *Projections 2007* and includes some reduction targets on a voluntary basis. The SCS will be required to meet higher reduction targets.

Between now and the next update of the *Congestion Management Program* and the *Countywide Transportation Plan*, the CMA will work with its partners to develop a series of plans and studies to address these issues and identify projects and programs for implementation that will allow the County to move toward achieving greenhouse gas reduction targets. These plans, which are dependent on identifying new funding, will be incorporated into the next update of the *Congestion Management Program* and the *Countywide Transportation Plan*. They would include the following elements:

Transit Plan

This plan is intended to address ways to improve transit frequency and service; improve coordination among operators, especially transfer opportunities in the county and with adjacent counties; identify and close gaps in the transit system; and identify better access to transit.

Transportation Demand Management (TDM) Expansion and Parking Management Program

This plan is intended to investigate establishing a countywide program that would provide a range of multi-modal transportation choices to Alameda County residents and employees and identifying ways to manage parking to reduce reliance on single occupancy vehicle trips and promote Transit Oriented Development (TOD). TDM and parking policies are related transportation strategies that, if well planned in conjunction with transit centers and TOD, could be effective in encouraging alternative modes of travel.

Bicycle and Pedestrian Plans:

The CMA and ACTIA are in the process of updating the existing Countywide Bicycle and Pedestrian Plans. The update will investigate ways to improve bicycle and pedestrian access to transit as a way to reduce single occupancy vehicle trips and support TOD.

Goods Movement Plan

This plan is intended to develop a demand and needs assessment of freight movement in Alameda County; identify issues facing the goods movement industry; and identify recommendations for strategic investments in trucking and rail. Addressing the needs of freight and goods movement in Alameda County would result in improved economic conditions, employment opportunities, and environmental conditions for residents and businesses.